

HOW NEW YORK CITY SPENDS VAST YEARLY BUDGET

Schools and Allied Educational Expenses Take Most, With Debt Interest and Sinking Funds Consuming Almost One-third of the \$345,000,000 Total in 1921---Great Jumps Made in Almost Every Item, Aggregate Being Almost Five Times the Total in 1898---Steady Increases, Except in Three Notable Years, 1900, 1903 and 1917, Mark Financial Record of World's Richest Municipality

CONSTANT talk of the tens of billions of dollars Germany must pay as war indemnities, of the billions of dollars of Liberty bonds issued and the billions that are spent annually for Government expenses, makes people forget that the New York city budget for 1921, now almost-half spent, is a record for even the richest municipality in the world.

The average man in the street thinks little of \$345,571,399 when public expenditures are mentioned, for within the last few years the talk has been all in billions. Yet the thousands of taxpayers in the city's limits are thinking of this amount and are wondering just what will be thrust upon them when the 1922 estimates are made up next September.

With a municipal election coming on, the politicians, too, are considering the enormous amount that it takes to run the city. Mayor Hylan already has ordered a study of economy methods in city expenses. His political foes say this is for election purposes and that as he is almost sure to run for Mayor again he hopes by this economy inquiry to offset the effect of any increase in the 1922 figures—an increase that is as certain to come as the tax collector.

Cost of Running City Jumps

247 Millions in Twenty Years

In twenty years the cost of running the city of New York has leaped from \$98,100,413

| COURTS | DEPT. OF PARKS |
|----------------|----------------|
| 1920 | 1920 |
| \$2,827,027.00 | \$3,322,095.56 |
| 1921 | 1921 |
| 3,298,108.00 | 4,092,325.25 |

bulked under the \$10,070,582 that it costs to maintain the five county governments within the city, the item would closely approach \$5,000,000. Both the police and court items show large increases over the previous year, due mainly to salary jumps forced by legislation.

Money spent to which little objection ever is raised by the public, and certainly not by the politicians, is that for the Fire Department. The 1921 figures for this item call

nection it is interesting to note that this year that department (combined with gas and electricity) takes \$10,775,149 of the taxpayers' money for its expenses. An almost equal amount is devoted to the city's poor, the big item being \$8,146,850 for payments to charitable institutions. It might be noted in the diagram that the Department of Health figures include the payment of upward

| DEPT. of CLEANING |
|-------------------|
| 1920 |
| \$13,163,523.54 |
| 1921 |
| 16,790,036.33 |

| FIRE DEPT |
|-----------------|
| 1920 |
| \$13,186,753.19 |
| 1921 |
| 17,033,082.28 |

| BOROUGH PRESIDENTS |
|--------------------|
| 1920 |
| \$14,843,880.90 |
| 1921 |
| 19,962,903.67 |

| DEPT. of HEALTH |
|-----------------|
| 1920 |
| \$17,263,470.31 |
| 1921 |
| 20,450,994.26 |

| POLICE DEPT. |
|-----------------|
| 1920 |
| \$24,595,186.71 |
| 1921 |
| 28,349,407.64 |

to more than \$345,000,000. When the budget crossed the hundred million mark in 1903 a great howl went up from the taxpayers and from those who rent their homes with the knowledge that they are the ultimate taxpayers.

Each year except 1903 saw a steady increase in city expenses until in 1909 the grand total required had reached the stupendous amount of \$156,545,148. From then on the increase was about \$7,000,000 a year until 1913, when it required \$192,711,441 to pay the municipality's bills. This seemed the limit, for in 1914 the increase was only \$284,110, the smallest increase for any year since the greater city was chartered.

Then came the great war and city government costs, like everything else, advanced by leaps and bounds. The \$200,000,000 mark was passed in 1916, when \$212,956,177 was required. There was a noteworthy reduction of \$1,841,161 for 1917 under the Mitchell administration—the only reduction since 1903, when compared with previous years.

Figures Showing Startling Increase in City's Budget in Recent Years

How the budget has increased in recent years is shown graphically in the following table:

| | |
|------|------------------|
| 1918 | \$238,662,514.18 |
| 1919 | 248,025,434.88 |
| 1920 | 273,689,485.13 |
| 1921 | 345,571,329.77 |

Most persons, even the taxpayers, have only a hazy idea why it costs so much to run the city, and very few have the remotest notion of how the vast amounts raised by taxation are apportioned for the several items. Good as it is, saying—all economists agree on that and even the professional politicians admit it—when the other side is in office.

Debt service calling for \$105,528,527 is the large outstanding item in the 1921 expense bill. This includes, of course, the interest on the city's outstanding obligations, its bonds and short term notes and the amounts needed for the sinking fund that pays the bonds as they mature. The increase in this item alone over 1920 is almost \$30,000,000, well nigh ten per cent. of the total amount to be raised. The debt service item is a mandatory one, for unless it is met and paid in full the city's credit would fade into nothingness.

The next largest drain on the city treasury is for schools, the general school fund calling for \$61,941,051 and the special fund taking \$77,946,038. This shows a combined increase of \$51,161,975 over the year 1920. But the schools and education and teachers' pay are things that no man in office would care to cut because of the public reaction, and increases in this expense go steadily onward.

Other Phases of Educational Work

Cost \$4,000,000 or More a Year

In connection with educational work, New York city also spends other large amounts, notably \$1,059,422 for the College of the City of New York, \$785,379 for Hunter College, and for the teachers' retirement fund \$2,920,672. Higher or post-graduate education, represented by the Public Library, the Art Commission, the museums, Aquarium, Zoological Gardens, Brooklyn Institute, Metropolitan Museum of Art and so on, roughly takes \$4,000,000 more, while the parks require about as much more for their upkeep and administration, exclusive of the unestimated amount they represent in interest of money paid for them and loss to the city in taxes were they turned into business or dwelling places.

Were New York a modern Utopia, and every one were so good that no crimes were committed, there would be a saving this year of \$28,349,407 required for the Police Department alone. There also would be saved to the taxpayers the cost of running the courts, no mean item, for considering the county, Surrogate's and Supreme courts, all

for \$17,033,082, an increase over the \$13,186,753 of 1920, due largely to the passing of the old fire horse and the purchase of motor equipment.

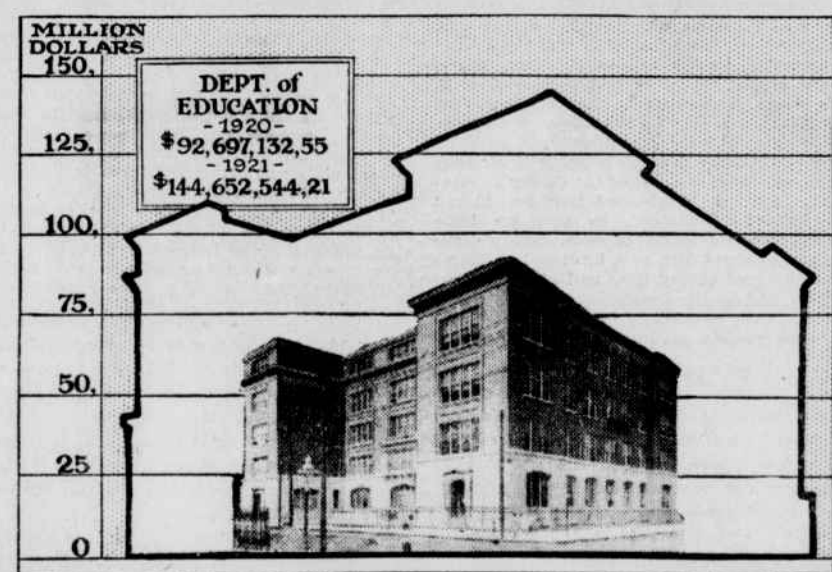
Purchase of motor equipment also figures largely in the jump in the Street Cleaning Department figures, which increased from \$13,163,523 in 1920 to \$16,790,036. This motorization item, however, of both the Fire Department and the Street Cleaning Department is not wholly taken care of by any means in the budget increases noted above, as much of it was bought through bond issues and must be paid for when the bonds mature.

Great Proportional Increases in Offices of Borough Presidents

One of the greatest proportional increases in government costs in 1921 compared with 1920 is that of the several offices of Borough Presidents, a jump from \$14,843,880 to \$19,962,903. Each of the five boroughs demanded and got more from the budget makers. Brooklyn passing Manhattan for the first time since consolidation of the old cities.

When one considers that New York city's death rate is one of the lowest for a large city in the world, and this in spite of the influx of hundreds of thousands of strangers from every port in the seven seas, the increase in the Department of Health is comparatively small.

Abundance of pure water is one of New York's greatest health assets, so in this con-



\$8,000,000 for the old Department of Charities (now the Department of Public Welfare), the Board of Child Welfare, the hospital and ambulance service and the Tenement House Department, so vital to public health in its regulation of housing.

Analyzing the 1921 budget figures to find the actual cost of government, that is for executive governing officials, one finds such items as \$408,542 for the Board of Aldermen,

Around the World in an Open Boat

THREE modern Vikings over in Brooklyn have set the whole waterfront buzzing over their plans for a cruise in a lifeboat to start June 15. They have been at work several weeks fitting out their craft and the job is yet to be completed. Considerable tinkering, one may say, to get ready for a cruise in a thirty foot boat, but then it's going to be considerable of a cruise, for when these mariners pass Sandy Hook their first port of call will be in the Azores Islands, and that will mark only the beginning of their voyage—they aim to sail around the world.

The venturers are Capt. Mimer Tønning, Othar Petterson and Helge Westerling, all members of the Norwegian Masters and Mates Association, 565 Henry street, Brooklyn, and if their project goes well they will be the first to circumnavigate the globe in an open boat.

If the enthusiasm of youth, knowledge of the sea and a good boat equipped with the most modern safeguards count for much their chances of success seem good. Their project was born of dull times in the shipping business and a love of adventure on the rolling deep.

"We all have been sailing in the merchant marine," said Capt. Tønning, "but there are no berths for us now since the slump in commerce, so we had to cast about to find some other way of keeping afloat—you can't keep a deep sea sailor ashore any more than you can keep a good man down. Petterson, Westerling and I have been fast friends for a long time, and in looking for something that will keep us busy and together we hit on this plan. We expect to get a lot of excitement out of the trip.

"Fitting out the boat has proved a big job in itself and a more costly one than we could have undertaken if we had been dependent solely on our own resources. But most of our equipment has been donated by manufacturers of nautical instruments, life preserving suits and other equipment who welcomed an opportunity to put their products to a severe test. And some of our friends have even volunteered their services in the work of outfitting."

While well aware that grave dangers may be encountered, the trio are not at all concerned over this point. Their eagerness is all to get under way.

"Rough seas are an old story to me," said Capt. Tønning. "I was born in Christiania and have sailed small craft since I was a boy, besides serving in the merchant marine. I've had plenty of experiences on fishing boats in storms, but they are nothing to tell about. Such things are commonplace to everybody in Norway."

Capt. Tønning is 28 years old, and his shipmates are both 25. When Petterson was asked if he expected the proposed trip would run him into greater dangers than he has ever met on the sea, he merely replied that he, too, was born in Christiania. Westerling is a native of Chicago, although of Norwegian parentage and a born sailor.

Their boat is a double diagonal built oak lifeboat, 30 feet long, with 9 foot beam, constructed by the Atlantic Lifeboat Company. It has a content of 600 cubic feet, about 10 per cent. of which is taken up by air tanks, designed to keep the craft afloat whatever happens. As an additional safeguard there is a cork fender which goes completely around the boat along the rail. And, if all else fails, each man has a life preserving suit which will keep him afloat until help comes or he starves to death. These rubber suits will keep the body at normal temperature for eight days, even if the water be icy cold.

All three of the sailors are expert in the international and Morse signalling codes, and full equipment of flags and lanterns has been donated for their use on the trip.

Capt. Tønning said they were somewhat disappointed at not being able to get an earlier start, but he figures they still will be able to get under way in time to take advantage of most of the fair weather season, thanks to the many donors who are coming to their aid.

At the clubrooms of the Norwegian Masters and Mates Association, where the proposed cruise overshadows even the slump in shipping as a topic of discussion, the route around the world as roughly outlined has been drawn on a large chart that adorns one of the walls.

Capt. Tønning figures they will reach the Azores in a month from the day they start if all goes well, and in six weeks at the longest. The entire voyage he expects to take sixteen or eighteen months.

\$284,286 for the Board of Estimate, \$80,281 for the Mayor's office and \$1,324,114 for the Law Department. Of course the items for the courts, for the Borough Presidents and for such offices as the Civil Service Commission and Bureau of Licenses would furnish further minor details.

There are many large items in the budget that space prevents mentioning, items that few citizens dream of, but some of the more interesting are: \$742,616 for rent, \$2,046,521 for the Board of Elections, \$5,722,850 for the Department of Plant and Structures, under which general charge comes the maintenance cost of the bridges, public buildings and the municipal buses and ferries, and \$1,754,530 for the Department of Docks.

The city's own newspaper, *The City Record*, calls for an annual expense of

\$1,394,841, while the tax deficiency item of \$1,680,000 is almost a fixed quantity, as it is only \$5,000 more than last year's figure.

Only two of the major items showed reductions from 1920, namely, the Board of Elections, \$83,394 less, and the Department of Public Markets, \$3,009 less. Compared with the grand total of more than \$345,000,000, these two decreases seem infinitesimal indeed.

Considering all the foregoing figures and examining the accompanying diagrammatic chart showing a few of the many items of city expenses, Father Knickerbocker must seem a spendthrift to the lay mind. Whether he continues in his course as such is the question of the moment, one that will gain increasing interest as the summer months roll on and the city election approaches.

Heroic Episode of War Told for First Time

PERHAPS it is not to be expected, now the war is over, that people who live their lives ashore should have more than a passing interest in hardships and labors indescribable and should read tales of the sea other than as fiction rather than because they are true and there is benefit to be gained therefrom. Still this much can be said, that if ever a people had teachers

in the matter of nobility and self-sacrifice we landlubbers are fortunate in having as a living example the valor of merchant sailors. For certainly it must always stir the blood of the most languid to read such tales as that of the dinky little cargo tramp steamer *Avocet* attacked by three airplanes and driven among mine fields as she avoided her foe of the air.

Bound from Rotterdam to England, with land still on the horizon, three German planes sailed out of Belgium bent on her destruction. Two of them were tiny scouts, but the third was of the type used to fly across Channel and bomb London.

The first bomb aimed at the *Avocet* missed its mark by about fifteen feet. Altogether she was pelted with thirty-five of them, some escaping crashing on her decks miraculously. The big bombing plane especially was handled with great skill. For it would fly over her from stem to stern in order to have her full length for a target and not just her beam only. But each time it laid a course parallel to her length her officers would swing her to port or to starboard to get her out of line. And while this manoeuvre was going on the two scout planes kept flying across her, dropping bombs.

Only a few rifles had the *Avocet's* crew to fight their foes with. Yet with them they managed to maintain such a constant fire that none of the aeroplanes dared descend low enough to make sure of a hit. Even distress signal rockets were used, and the Chief Officer was fortunate enough to explode one within a few feet of the battle plane, driving it to a higher altitude. For half an hour the fight lasted, with the *Avocet* zig-zagging to dodge the dropping bombs and constantly being in danger of striking floating mines. Furthermore, the big plane turned its machine gun on the ship, hoping thereby to kill the officers or

drive them to cover, so that being no longer so cleverly navigated the *Avocet* would become an easier mark to hit.

When the planes finally gave it up and flew away the ship's decks were littered with shrapnel. Yet nobody was killed or even wounded. The lookout man in the bow stuck to his post throughout and actually reported to the bridge a floating mine dead ahead while the fight was at its hottest. So much for attack from the air.

As to submarine attack, the first case of the peering of an unarmed merchant ship with shrapnel was that of the *Anglo-Californian*. It happened on July 4, 1915—just two months after the Lusitania.

The first intimation that her commander, Capt. Parslow, had that his ship was in for an unusual experience was when the U-boat came to the surface, fired a shell into the ship and repeated the dose in rapid succession. Capt. Parslow tried to escape, but on the surface the submarine proved to be possessed of greater speed than the heavily laden cargo boat, and it wasn't long before things began to look pretty blue.

Finding that he could not escape, Capt. Parslow adopted the tactics of a cornered animal, manoeuvring his ship, keeping her bow always pointed at the enemy so that even though she was constantly being shelled the submarine couldn't hit her with a torpedo. Round and round the *Anglo-Californian* the U-boat steamed, blazing away with her gun as she sought to get into position where she could deal a death blow. Frequently she came so close that men on her deck raked the *Anglo-Californian* with rifle fire.

Throughout it all, in spite of bursting shrapnel raining death about him, Capt. Parslow stood on the bridge and out-maneuvred his attacker. Finally a shot struck the bridge itself. The concussion killed Capt. Parslow outright. His son, the second officer, who was also on the bridge, though knocked down, was not hurt. As the U-boat was then close in and using rifle fire young Parslow crawled across the shell torn flooring of the bridge, grabbed the spokes of the steering wheel and, keeping an eye on the enemy through holes in the canvas about the bridge rail, manoeuvred the *Anglo-Californian* as cleverly as his father had done. A piece of shell broke some of the spokes of the wheel, yet the younger Parslow still carried on until, four hours after the fight began, destroyers appeared and the U-boat was forced to seek safety by submerging.

As with the *Avocet* and many another unarmed cargo boat afterward, the *Anglo-Californian's* escape was accomplished by no other means than the indomitable spirit of merchant sailors, combined with their mastery seamanship.